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FINAL REPORT
OF THE
ADMINISTRATIVE SURVEY
BY THE
FINANCE COMMISSION
OF THE
CITY OF BOSTON

FEBRUARY 1, 1950



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BOSTON, February 1, 1950.

To:

HIS EXCELLENCY

THE GOVERNOR OF MASSACHUSETTS

THE HONORABLE

THE MAYOR OF THE CITY OF BOSTON

THE HONORABLE

THE GENERAL COURT OF MASSACHUSETTS

DEAR SIRs:

We are presenting herewith our report covering the organization of the executive branch of the Boston city government. It is the final report of the series resulting from the survey of Boston municipal administration which was required by chapter 261 of the 1948 Massachusetts Legislature.

This report draws on the findings of various consultants who have studied the departments and agencies in the executive branch of the City of Boston. In our opinion, the individual reports of the departments and agencies of the city show rather conclusively the basic weaknesses in the existing organization structure. The organization plans proposed are designed to correct those weaknesses.

The chief aim of this survey has been to arrive at a "blueprint of good administration" for the city government of Boston; opportunities for immediate savings have been revealed. This blueprint presents a picture of the organizational structure best designed to carry out the several functions of the city government and the most efficient and economical administrative procedure to operate within that framework of organization.

A summary of the findings follows.

The City of Boston is organized under a slightly modified strong-mayor type of city government. Under this type, authority over the executive branch of the government is centralized in the Mayor. The strong-mayor plan is generally recognized as one of the two best plans of city organization in use in American cities. The other plan is the council-manager type, which has been very successful in many smaller cities, but has not yet been applied successfully in a city as large as Boston.

Many executive functions in the present city organization lie wholly or partly outside the Mayor's jurisdiction under independent or semi-independent officials. This large number of independent departments and agencies partially nullifies the effectiveness of the basic plan.

The administration of the School and Police Departments is beyond the control of the Mayor's office. The Housing Authority is under both city and state jurisdiction. The Election and Library Departments, together with various boards and commissions, may be controlled by the Mayor only near the close of his term or after he is re-elected, since the terms of office of members of the controlling boards and commissions are not concurrent with the term of the Mayor.

The executive branch of the city government is organized as follows:

Mayor

Appeal, Board of
 Art Commission
 Assessing Department
 Auditing Department
 Budget Department
 Building Department
 Collecting Department
 Election Department
 Examiners, Board of
 Fire Department
 Health Department
 Hospital Department
 Institutions Department
 Law Department
 Library Department
 Park Department
 Penal Institutions Department
 Planning Board
 Printing Department
 Public Buildings Department
 Public Welfare, Department of
 Public Works, Department of
 Real Estate Commission
 Registry Department
 Retirement Board
 Sinking Funds Commission
 Statistics Department
 Street Laying-Out Department
 Supply Department
 Traffic Commission
 Treasury Department
 Veterans' Services Department
 Weights and Measures Department
 Zoning Adjustment, Board of

School Committee

School Department
 School Buildings, Board of Commissioners of

Police Commissioner (appointed by the Governor)

Police Department

Licensing Board (appointed by the Governor)

Finance Commission (appointed by the Governor)

NOTE.—The Transit Department, which would have been the thirty-fifth agency reporting to the Mayor, was liquidated, and city control of transit properties was transferred to the Metropolitan Transit Authority in August, 1949, under the terms of chapter 572 of the Acts of 1949.

The City Council, with the City Clerk, constitutes the legislative branch of the city government. The council elects the City Clerk. This officer actually performs not only legislative functions, but also executive functions. His office is not included in the tabulation of the administrative agencies appearing above because of the manner of filling the office, and the basic functions clearly identify it as a legislative agency.

The City Council shares the appointment of members of the Boston Housing Authority with the Mayor and the State Board of Housing.

The Finance Commission, whose members are appointed by the Governor and Executive Council, is not a part of the executive or administrative branch. This agency is solely advisory and has no administrative authority.

The existing organization structure of the executive branch of Boston's city government at some point violates every recognized principle of good organization. The Commission believes that the defects are such as to limit seriously the possibility of securing effective, economical administration. It is apparent that the Mayor could never confer frequently enough with the heads of the thirty-four agencies and departments under his supervision to enable him to become conversant with the important problems facing these organization units.

Duplication of effort and, in many cases, of facilities, together with obvious instances of excessive overhead, results from the diffusion of responsibility for municipal functions among these many agencies. Many important duties are not adequately discharged because more than one agency is responsible and, consequently, neither assumes full authority. On frequent occasions the public is unnecessarily inconvenienced in seeking service by being referred back and forth, as each of two partially responsible agencies seeks to have the other perform the particular service desired.

Operating activities, consisting of direct services rendered to the public, and staff activities, consisting of services to operating organizations, are decentralized and, in many instances, are performed jointly by the same agency or department. This decentralization is believed to result in an unnecessarily high cost in the rendering of staff services.

Twenty of the thirty-four separate agencies reporting to the Mayor have been created by statute. Therefore, almost any fundamental changes in the present organizational structure of the executive branch would require changes in existing legislation.

Obviously, therefore, the first and foremost need in the present situation is for the reorganization of the municipal services and the consolidation of the departments in which they are now scattered into a smaller and more cohesive group. The accomplishment of this purpose is fraught with great difficulty under the present circumstances.

The charter amendments of 1909, as subsequently amended, made some progress in the direction of more efficient organization when it gave to the Mayor and Council the authority "to reorganize,

consolidate or abolish, in whole or in part, departments" — except, in effect, the School Department, the Election Department, and the departments in charge of an official or officials appointed by the Governor. Historically, the City Council has not always been willing to follow the Mayor's recommendations in respect to consolidations. When the charter amendments of 1909 were new, and there was a great pressure of public opinion for reorganization and consolidation, a council of nine members cooperated with the Mayor in consolidating and reorganizing the Public Works Department and the Health Department. On the other hand, some years later the City Council (this time consisting of twenty-two members) refused cooperation to another mayor when he made an effort to consolidate the various engineering functions into one department.

The Mayor is held responsible, by charter, for administration. The Council is specially prohibited, by charter, from interference in administration. Therefore, it would seem that the Mayor, because of his responsibility and his daily exercise of it, becomes expert in administration, while the Council — because of the charter bar to interference in administration — becomes merely an observer after the fact. In such circumstances it would seem to be contrary not only to the underlying principle of the charter but also to logical reasoning to force the Mayor to obtain the consent of the Council in execution of a plan to reorganize and consolidate. It is inconceivable that the Mayor should be completely responsible for the administration of the executive branch of the government, yet have to win the Council over to his way of thinking in how such a branch shall be organized. Definitely, this situation has been a factor in precluding previous administrations from making any great strides in reorganizing the city government.

The Commission recommends that the statutes be changed to enable the reorganization, consolidation, or abolition of departments of the executive branch of the city government to be accomplished by executive order of the Mayor. However, the power to create new departments and agencies to administer new functions should be vested in the Mayor and Council jointly. The extent of the reorganization proposed in this report and the need to carry out such reorganization in sequential stages demand this extension of the power of the Mayor over the departments for which he is responsible.

SUMMARY OF RECOMMENDATIONS

The recommendations of the Commission expressed or implied in this report are as follows:

1. Rescind all existing statutes dealing with the organization of the executive branch of the city government in order to permit the adoption of a new integrated organization structure based upon sound principles and designed to meet the needs of the city in supplying services.

2. Reorganize the executive branch of the city government as indicated in Chart A, Recommended Interim Plan of

Organization. This plan provides for no change in the present status of the following departments and agencies which are presently not under the direct control of the Mayor:

- Art Commission
- Election Department
- Housing Authority
- Library Department
- Planning Board
- Police Department
- School Committee
- Zoning Adjustment, Board of

Two operating departments not completely controlled by the Mayor would be expanded to include additional functions. These departments are as follows:

- Hospitals
- Public Welfare

In addition, the revised organization would include four operating departments controlled directly by the Mayor as follows:

- Health Department
- Public Safety Department
- Public Works Department
- Recreation and Parks Department

There would be six staff departments controlled by the Mayor as follows:

- Planning Department
- Assessing Department
- Engineering Department
- Finance Department
- Law Department
- Supply Department

Certain of these principal organization units would have affiliated boards with appellate or advisory functions.

3. Gradually consolidate the organization of the executive branch to reduce the number of agencies and to develop the organization pattern indicated in Chart B, Recommended Ultimate Plan of Organization. This plan calls for the restoration of the Mayor's control of the police function by placing the present Police Department in the proposed Department of Public Safety as a division; the creation of a Department of Health and Welfare, which would combine the Departments of Health, Hospitals, and Public Welfare, which are recommended in the interim plan; the assumption of the administrative activities of the Planning Department by the proposed Department of Engineering; and the incorporation of the Department of Supply as a division to be known as Purchasing and Property Control in the Finance Department.

The final organization structure, as recommended by the Commission, would include six operating departments as follows:

Library
Election
Health and Welfare
Public Safety
Public Works
Recreation and Parks

and four staff departments, as follows:

Assessing
Engineering
Finance
Law

It contemplates the retention of certain advisory and appellate boards where these appear necessary.

These operating and staff departments, together with certain agencies not under the Mayor's direct control but, nevertheless, responsible to the Mayor for the discharge of their duties, would report through a chief of staff who would be, in effect, a deputy mayor or an administrative assistant to the Mayor.

4. Consolidate in the office of City Clerk the residual functions of the Registry Department, the City Messenger, Clerk of Committees, and the responsibility for editing and arranging the *City Record* and the *Municipal Register*.

5. Transfer the cities of Chelsea and Revere and the town of Winthrop to Middlesex and/or Essex County.

6. Urge that the Commonwealth accept responsibility for the operation and maintenance of all penal institutions, which would result in state operation of the Deer Island House of Correction and the elimination from the Charles Street Jail of sentenced prisoners. (In the interim organization chart, the penal institution is placed under public welfare merely to provide a home for it until state operation is achieved. It could as well be placed in the Department of Hospitals, since to a great extent its maintenance problems are similar to those of the hospitals and many of its inmates are hospital cases.

ORGANIZATION OF THE EXECUTIVE BRANCH OF THE CITY GOVERNMENT

Scope of the Report

This report is intended to consider, and to offer recommendations with respect to, the basic organization structure of the executive branch of the city government and the allocation of functions to the several agencies which make up that branch.

All of the reports of various consulting firms made to this Commission have dealt with individual organization units or specific functions or activities. Included in nearly all of these reports are

comments and recommendations concerning the internal organization of the units under consideration in the report and the allocation of functions and activities to these agencies and their subdivisions.

In some of these individual reports recommendations are also made regarding the appropriateness of the functions or the place of the agency in the executive branch. There will be certain recommendations in this report that are not in complete agreement with the recommendations found in these individual reports. The explanation is, of course, that recommendations regarding the place of any agency in the organization pattern of the city government, when considered from the isolated standpoint of that agency alone, may be entirely different from recommendations as to the organization pattern based on consideration of all functions and activities of the city government. The comments and recommendations in this report are based on a review of the executive branch as a whole, including all of its functions and agencies.

Description of the Existing Plan of Organization

The city operates under a slightly modified strong-mayor type of city government. Under this plan, the Mayor, who is elected by the voters for a term of four years, heads the executive branch of the city government and has individual responsibility for the work of that branch. In Boston, however, many of the executive functions lie outside the Mayor's jurisdiction under independent or semi-independent officials.

The public schools are under the general management and control of a School Committee of five members elected by the qualified voters. This committee operates independently of the Mayor.

The Police Department is under the direction of a Commissioner, who is appointed by the Governor of the Commonwealth for a seven-year term. Thus, this department operates independently of the Mayor, even to the extent of authorizing expenditures.

Like the Police Commissioner, members of the Licensing Board are appointed by the Governor. This board also operates independently of the Mayor.

The Housing Authority has an independent status, because the appointing power is shared by the Mayor, the Council, and the Massachusetts State Board of Housing.

There are several agencies, headed by boards and commissions, which are a part of the executive branch, but over which the chief executive does not exercise complete control. This is due to the fact that the terms of office of the members are not concurrent with that of the Mayor. Therefore, a mayor is prevented from appointing a majority of members to any board or commission until late in his term of office. Included among these agencies are the Art Commission, the Election Department, the Library Department, the Planning Board, and the Board of Zoning Adjustment. In addi-

tion to these, there are twelve other agencies which are partially removed from the control of the Mayor because of boards or commissions at their head.

There is a total of thirty-four separate departments or agencies in the executive branch of Boston's government. The agencies range in size from the Public Works Department, consisting of five major divisions, to the Art Commission, which has only one part-time employee. Fourteen of the departments or agencies were created by ordinance, the remainder being established by statute. Seventeen of these agencies are headed each by a single official, whereas each of the others is under the direction of a board or commission. The functions of four of these agencies headed by boards and commissions are either appellate or advisory, their administrative work being handled by other departments or agencies.

A list of all the agencies performing executive functions appears in Exhibit A appended to this report.

This report presents an analysis of the present organization of the executive branch, notes certain of its weaknesses, and makes recommendations for its improvement. The fact that twenty of the thirty-four separate agencies have been created by statute makes it impossible to propose fundamental changes in the existing organization structure of the executive branch without contemplating legislative action. The recommended changes in the organization of the executive branch are numerous and affect the functions and relationships of many executive agencies. As a first step toward their adoption, it would seem necessary to repeal all existing legislation dealing with the organization of the executive branch of the city government. This would make possible the adoption of a new organization pattern without encountering legal obstacles. Any new legislation should be designed to make it possible for reorganization to be accomplished.

Defects in the Existing Plan of Organization

The existing organization structure of the executive branch of the city government does not measure up to many of the accepted criteria of good organization. The extent of the divergencies is such as to interfere seriously with, or even preclude, the effective performance of the city's functions. Even where a reasonable degree of effectiveness is achieved, a high cost results from the lack of coordination and the poor organization relationships.

The defects in the present organization are many. However, the most serious is the dispersion of authority and responsibility among so many departments, boards, commissions, and other agencies as to multiply the demands for top-level management, direction, coordination, and control. The facilities for top-level management are limited even for a well-integrated organization. Efforts toward effective management are largely dissipated because they cannot be sufficiently concentrated to produce effective results.

Other defects include the following:

1. Closely related work requiring close coordination is assigned to different agencies.

2. Responsibility for the conduct of certain activities is vague, and duplication is rife.

3. Boards and commissions are given functions that require prompt and decisive action (these functions can be handled best by a single responsible executive). On the other hand, executive chairmen of boards with appellate jurisdiction are able to influence appellate decisions unduly.

4. Staff services on a city-wide basis for the operating agencies are inadequate to realize full service value.

Proposed Plan of Organization

Scope of the Recommended Plans. Any revision in the organization structure of the executive branch of the city government to make it conform to sound principles would necessitate major changes. Complete conformity to such principles would be achieved only through an organization having little resemblance to the present one; hence, it has been deemed desirable to recognize the necessity for a considerable period of transition. To meet this situation, two plans of organizations are presented in this report. The first of these, an interim plan, is shown by Chart A, Recommended Interim Plan of Organization, which is appended to this report. The second plan is shown by Chart B, Recommended Ultimate Plan of Organization, also appended.

The interim plan is proposed for early adoption. All the changes proposed under it are in the direction of the ultimate plan, which would require simply further steps beyond the interim plan. After adoption of the interim plan, these steps can be taken separately, as rapidly or as slowly as circumstances justify.

The detailed description in the remainder of this report centers around the immediate objective; that is, the adoption of the interim plan, as depicted by Chart A. At the conclusion of the description of proposed departments in the interim plan, further changes necessary for completion of the ultimate plan are indicated.

Agencies Not Subject to Direct Control by the Mayor. As previously indicated, there are numerous agencies which must be considered a part of the executive branch of the government although they are not subject to direct control by the Mayor. These include the School Committee, the Police Department, Licensing Board, the Housing Authority, and seventeen departments and agencies which are headed by boards or commissions.

While there is some precedent for placing all executive agencies under the direct control of the Mayor (a course which the Commission would normally advocate), there is also considerable reason for not adopting such a pattern in Boston. The traditions that have grown up relative to some of the agencies just named, and the opposition that a plan incorporating them all under the direct control of the Mayor would engender, are such as to lead the Commission to believe that it would be best to treat them as indicated in the following paragraphs.

The School Committee is elected directly by the voters. For all practical purposes it operates completely independent of the executive branch. The pattern of an independent school committee

is similar to that found in all other cities and towns in the Commonwealth and in other states as well. Consequently, no proposal is made that the schools be brought under the jurisdiction of the Mayor.

The Police Commissioner is appointed by the Governor, and the Police Department enjoys practically the same degree of independence from the executive branch as does the School Committee. This is not a common arrangement; in fact, the only other large cities in the country protected by state-controlled police forces are Baltimore, St. Louis, and Kansas City, Missouri. There are important arguments for the inclusion of the department in the executive branch of the city. Among them is the fact that as long as one level of government has authority to authorize expenditures and another has the responsibility for providing the funds, the opportunities for providing economical administration will be considerably reduced. However, state control has had a part in keeping to a minimum the rapid succession of both professional and nonprofessional administrations, and the existing arrangement is one of long standing. Consequently, no change is contemplated in the position of the Police Department in the proposed interim organization plan. However, under the ultimate plan of organization, the police forces would be placed in the Public Safety Department.

The Housing Authority was created by statute, and provision is made for the use of state funds in carrying out a portion of its work. It has some of the earmarks of an independent, or at least a quasi-independent, municipal corporation. The circumstances surrounding its creation and its source of revenue are such that it is proposed that this agency continue to retain its semi-independent status in the executive branch.

The Library Department, Hospital Department, Public Welfare, Election Department, Art Commission, Planning Board, and Board of Zoning Adjustment are definite parts of the executive branch of the city government. However, the Mayor does not have complete control over them. As already mentioned, this is due to the fact that all these agencies are headed by boards or commissions, and the terms of office are not concurrent with that of the Mayor. It is impossible for a mayor to control these boards through the appointment of the members until he has been in office several years. No change in the status of these agencies is contemplated in the interim plan of organization. However, the Commission proposes that the Department of Hospitals shall include the functions of the present Department of Institutions. In a similar manner, the Department of Public Welfare would assume additional functions and responsibilities.

The Licensing Board consists of three members appointed by the Governor with the advice and consent of the Governor's Council. It is believed that the function of issuing licenses should be centralized in one agency for the reasons that are presented in detail later in this report. It is further believed that the issuing agency should be a part of one of the city departments under the jurisdiction of the Mayor.

Allocation of Functions. The central feature of both the interim and the ultimate proposed plans of organization is the grouping of functions and activities which involve similar processes or operations under the control of the same department head. The number of departments would be limited so that the Mayor could exercise effective control and supervision. The departments themselves would be large enough to make possible the distribution of the unavoidable expense of "overhead" over areas wide enough to reduce unit costs substantially. The interim plan would provide for a definite distinction between staff and operating departments; the continued existence of certain departments with essentially no changes in their present functions; the continued existence of certain departments with significant additions, or deletions, in their present functions; the discontinuance of certain old departments; and the creation of certain new departments.

Those departments to be continued under the interim plan with no material changes in their present functions are as follows:

- Department of Assessing
- Department of Law
- Department of Elections
- Department of Health
- Department of Public Library

Those departments to be continued with significant changes in their present functions under the interim plan are as follows:

- Department of Supply
- Department of Public Welfare
- Department of Recreation and Parks (new title)
- Department of Public Works

Those new departments to be created under the interim plan are as follows:

- Department of Finance
- Department of Engineering
- Department of Hospitals
- Department of Public Safety
- Department of Planning

All other departments presently under the control of the Mayor would be abolished and their functions assigned to one of the fourteen recommended departments.

Boards and Commissions. It is contemplated by the Commission that several of the agencies would be provided with "boards" made up of members to be appointed by the Mayor for overlapping terms. The following boards would be included:

- Board of Sinking Funds Commissioners
- Board of Special Assessments
- Planning Board
- Board of Zoning Adjustment
- Retirement Board
- Boston Traffic Commission
- Board of Appeals
- Licensing Appeal Board (proposed)
- Art Commission

These boards would have advisory, rule-making, quasi-judicial, and quasi-legislative functions. Aside from these functions, these boards or commissions would have no administrative powers or duties.

However, it is contemplated that two of the departments in the executive branch of the government would be actually governed by boards, each operating over and through a department head in the interim plan of organization. These departments would be:

Department of Public Welfare
Department of Hospitals (proposed)

Each of these department boards would have the responsibility of selecting an administrative head for the agency. This official would be delegated the authority to carry out the policies set forth by the board.

Heads of Departments. Each of the departments, except those governed by boards, would have as its head an officer appointed by the Mayor. A department head would be designated, when no more appropriate title applies, as the "director" of the department. Subject to the direction and control of the Mayor (or the board in the case of each of the two "excepted" departments), each director would manage his department and would, through the departmental organization provided, exercise all the department's functions and carry out the provisions of the charter and the ordinances of the city, and any state laws applicable, with respect to such functions.

Divisions. It is contemplated that each of the several departments be divided into two or more divisions, the number being dependent upon the various activities in which the individual department is engaged. The division would constitute the basic unit of operation and would represent the lowest recognized executive level in the organization. The head of each division should be designated as "commissioner," when no more appropriate title applies. The commissioners should be career men and should not be subject to replacement upon a change in administration. Preferably, the positions should be subject to civil service tenure. The commissioner should be the appointing authority for all employees in the division.

Although the divisions would be subordinate to the department directors, they would carry on as responsible units, subject to such measure of control and direction as the department director may choose to exercise.

Provision for Staff Services. There is a basic distinction between the operating departments, which furnish services to the public, and the departments that are concerned with providing facilities for the operating departments and exercising various management, or staff, functions.

Under some conditions it is possible for operating departments to carry on staff activities of the facilitative type effectively and to furnish entirely satisfactory facilitative service to other operating departments. However, when staff activities are assigned to operating departments on a large scale, they often do not operate

as satisfactorily as they do when they are set up in a strictly facilitative service organization. It is inevitable, when they are under the control of an operating chief, that the service to other organization units will suffer if there has to be a choice between performing work for the department in which they are located and performing work for some other department.

A more appropriate method for providing staff services and staff direction is to establish separate staff organizations that have no operating functions. The proposed interim plan of organization provides for the continued existence of the staff Departments of Assessing, Supply, and Law; the creation of Departments of Finance and Engineering; and the assignment of staff activities only to these organizations.

A description of the functions and activities involved in the various staff departments is presented in subsequent pages of this report.

Description of the Proposed Organization of Departments Under Interim Plan

In the subsequent sections of this report, the City Clerk's office, the Mayor's office, and the twelve departments recommended under the interim plan of organization to be under the control of the Mayor are examined (counting the Departments of Public Welfare and Hospitals under the control of boards appointed by the Mayor). The proposed transfer of existing functions to other organizations, the relationship with other agencies, the form of managing authority, and the advantages to be gained by the proposed grouping are discussed in some detail for each department. Some consideration is also given to the internal organization of the departments, particularly in those cases where the department is not already in existence.

The present functions of all existing departments and agencies and the manner in which they would be allocated to departments and agencies under the proposed interim plan of organization are shown in summary fashion in Exhibit A of this report.

City Clerk

As pointed out in a separate report submitted to this Commission on the City Clerk Department and related agencies, the City Clerk in Boston performs dual functions in both the legislative and executive branches of government. No major purpose would be served by altering this arrangement, which is the common pattern throughout the Commonwealth of Massachusetts. However, the Commission contemplates that the responsibilities of the City Clerk should be increased to include those functions presently assigned to the Registry Department, the City Messenger, and the Clerk of Committees of the Council. The editing and arranging of the *City Record* and *Municipal Register*, which are presently responsibilities of the Statistics Department, would also be performed by the City Clerk.

There are numerous advantages to be gained from such an arrangement. It would:

1. Provide for a full-time responsible official who would have jurisdiction over all the housekeeping activities of the Council.
2. Make possible the elimination of the positions of the City Messenger and Clerk of Committees.
3. Eliminate the duplication of effort among the various officers serving the City Council.
4. Provide for the centralization and consolidation of council records.
5. Make possible greater utilization of the microfilming processes.
6. Make possible more effective use of staff engaged in the recording process.
7. Centralize responsibility for all city documents, which should result in savings in editorial and distribution costs.

Office of the Mayor

The primary purpose of the office of the Mayor is to provide a staff which would render personal assistance to the Mayor and assist him in carrying out the many routine duties which are incumbent upon him. Normally, this includes handling of incoming and outgoing correspondence; processing of many papers and documents which must be signed by the Mayor; caring for visitors; and arranging for the many engagements which the Mayor must keep.

In Boston, however, the activities of the Mayor's office have been expanded to include such matters as approving hawker and peddler licenses; arranging for public celebrations and the entertainment of distinguished guests; registering and caring for veterans' graves; censoring and licensing commercial entertainment and recreation; and counseling residents of Boston in matters of housing and tenants' rights.

The Mayor cannot be expected to exercise direct supervision over all of these miscellaneous activities. Furthermore, some of these activities are very similar to the work that is now being performed by other departments. In order to concentrate similar activities in the same agency, provide adequate supervision over all activities, and limit the function of the office of the Mayor to a personal service agency, the Commission recommends that several of the activities of the Mayor's office be transferred to other agencies as follows:

1. The registration and care of veterans' graves to the Division of Cemeteries of the Recreation and Park Department.
2. The censorship and licensing of entertainment to the proposed Division of Licenses in the proposed Department of Public Safety.

It is recommended in another report prepared for the Commission on the Mayor's office and related activities that the housing

service and the approving of hawker and peddler licenses by the Mayor be discontinued. In the report on the City Clerk Department and related agencies, it is recommended that the newspaper clipping service, presently performed by the Statistics Department, be made the responsibility of the Mayor's office.

The net effect of these recommendations, with which the Commission concurs, would be to assign to the office of the Mayor the following functions:

1. Rendering personal service to the Mayor.
2. Operating a newspaper clipping service.
3. Arranging for public celebrations and the entertainment of distinguished guests.

Proposed Department of Finance

Functions and Organization of the Proposed Department of Finance. The Commission contemplates that the proposed Department of Finance would have the functions presently assigned to the Auditing, Treasury, Collecting, and Budget Departments. The proposed department would be organized into three divisions: (1) Division of Budget and Personnel; (2) Division of Accounts and Control; and (3) Division of Treasury.

The Division of Budget and Personnel should assume the present responsibilities of the Budget Department. Additional responsibility should include:

1. The authority to make continuous studies of the operation, staff, plant, equipment, and operating policies and procedures of the various departments and their divisions, and to devise means and methods for bringing about improvements agreed upon or ordered by the Mayor.
2. The administration of the budget allotment system as proposed in a separate report on financial administration.
3. The responsibility for the development and administration of a personnel classification and compensation plan.
4. The administration of the retirement system.

With the exception of the responsibility for postauditing, the Division of Accounts and Control should assume the present functions of the Auditing Department. The responsibility for the postauditing function should be transferred to the City Council. This would involve the appointment by the Council of an audit officer, who would be responsible for determining the municipal activities which require auditing, scheduling audits in a planned program, determining the audit coverage, and causing the audits to be made.

The Division of the Treasury should assume the functions of the Treasury and the Collecting Department. Among the division's responsibilities would be included the collection of revenues, the custody of funds, and the disbursement of moneys.

Form of Managing Authority of the Proposed Department of Finance. The department should be headed by a director selected by the Mayor, who should be paid a salary commensurate with the responsibilities involved. As head of the department, the director

would be responsible to the chief executive for all activities of the department. The director should be the central source of financial information and advice for the Mayor and the Council, and he should integrate and coordinate the activities of subordinate divisions in accordance with the policy decisions of the Mayor and the rules and ordinances adopted by the Council.

Each of the divisions would be headed by a commissioner, who would be selected by the director with the approval of the Mayor in accordance with the terms of civil service law.

In creating a centralized Department of Finance, care must be taken to preserve the necessary internal checks while providing for the coordination of the financial processes. Therefore, it is specifically contemplated that the sole authority to approve vouchers and draw warrants be vested in the Commissioner of Accounts and Control, with the treasurer having the sole authority to sign checks. However, the Director of Finance should have authority to supervise their activities in all other respects.

Boards and Commissions of the Proposed Department of Finance. At present, there are two boards which have close relationship with the financial administration agencies. These are the Board of Sinking Funds Commissioners and the Retirement Board. Membership on both is controlled, in whole or in part, by the Mayor through appointments.

The administrative activities of the Board of Sinking Funds Commissioners are handled by the Auditing and Treasury Departments. The board itself limits its activities to rule making and policy decisions. No change in this arrangement is contemplated, as the Treasury Division would assume the responsibilities of the Treasury Department, and the Accounts and Control Division would assume the responsibilities of the Auditing Department. The board will automatically cease to function when the last term bonds are retired.

The Retirement Board administers the municipal employees' retirement systems. This involves the maintenance of accounts, the determination of municipal contributions, the verification of the eligibility of claimants, the authorization and payment of benefits, and the investment of funds. It is proposed that the administrative work of the board be delegated to the proposed Division of Budget and Personnel. It would be the responsibility of this division to provide the board with the necessary statistical information in determining which employees are eligible for pensions and the amounts thereof. It is also proposed that the maintenance of the retirement accounts be made the responsibility of the proposed Division of Accounts and Control.

Advantages in the Creation of a Department of Finance. The consolidation of most of the city's financial administration activities in a Department of Finance offers many advantages. Among these are the following:

1. It would promote integration, coordination, and cooperation among the agencies engaged in the various phases of financial administration.

2. It would eliminate duplication of effort, interdepartmental jealousy, and waste of effort on uncoordinated activities, and would preclude the stagnation of operations in outmoded procedures.

3. It would provide for a single source of financial information for the guidance of the city administration.

4. It would provide for a better system of checks and balances through the separation of the preaudit and postaudit functions.

5. It would provide for the centralized control of personnel administration.

6. It would make possible the more efficient and economical use of office machinery.

7. It would guarantee more reasonable tenure to key officials.

Department of Assessing

There are several arguments for incorporating the Assessing Department as a division in the proposed Department of Finance. However, it would seem that the disadvantages outweigh the advantages. Among the more important reasons for retaining the independence of this department are:

1. The activities and work processes of the Assessing Department are not very closely related to those of the normal component organization units of a Finance Department.

2. The independent status of the Assessing Department separates the determination of tax receivables from the actual collection of the tax. This is an important internal check.

The Assessing Department is presently headed by a Board of Assessors. There are numerous disadvantages in an arrangement under which an administrative agency is headed by a board rather than a single administrator. There is also considerable precedent for assessments to be handled by a single administrator. Consequently, the Commission recommends that the Board of Assessors be abolished.

As no major change is contemplated in the functions of the Assessing Department, its relationship with the other departments and agencies would remain substantially unchanged. The proposed internal organization of the department is discussed in considerable detail in a separate report completed for the Commission, entitled "Assessing Practice and Assessments in the City of Boston."

Department of Supply

Proposed Functions of the Department of Supply. The Commission proposes that the Department of Supply have, in addition to its present functions, the responsibility for:

1. Procuring all supplies, materials, and equipment, and those contractual services which are common to the needs of several city agencies, or granting specific exemptions in the form of authority for the several agencies to procure independently a certain class, or classes, of commodities or services.

2. Prescribing the procedure by which other agencies would submit requisitions and estimates, issue shipping instructions or delivery orders on contracts, make and report emergency purchases, make purchases from petty cash funds, and carry on other related purchasing operations.

3. Operating a central warehouse for those common-use items of housekeeping, cleaning, maintenance, stationery, office, and comparable supplies, which are used in large quantities.

4. Formulating rules and regulations prescribing standard systems, methods, and procedures for the effective control, utilization, and orderly disposal of personal property in the custody of city and county agencies.

5. Exercising all of the functions now vested in the Printing Department.

6. Engaging in all activities connected with the centralized care and maintenance of automotive equipment, except such equipment used by the Fire Department.

Advantages in Assigning Additional Functions to the Department of Supply. The proposed grouping of functions would afford numerous advantages in the administration of the city government.

It is believed that if the Supply Department were to serve all agencies of the city and the county, it could do so without increasing the number of purchase orders now being issued. The consequent elimination of such work in the operating departments would obviously produce substantial savings. Moreover, the placing of complete control over all procurement in the Supply Department (which is the only department that makes a pretense of securing competitive bids on all transactions) and the consequent opportunities for bulk purchasing should produce substantial savings.

Savings could also be realized through the centralized storage and distribution of common-use materials.

The Printing Department is responsible for providing all printing, binding, stationery, and office supplies used by the several agencies of the city government. Aside from the actual printing operation, its function is primarily one of supply. There is little justification for the continuance of the Printing Department as a purchasing office. This work could be done much more effectively and economically by the Supply Department. The printing operation, in itself, does not justify being administered by an agency of department status. As it is unquestionably a service activity, it should be the responsibility of one of the proposed service departments. The Supply Department is the most logical service organization to assume responsibility for this activity, as it would be responsible for furnishing all supplies and equipment required by the city government.

Effective property utilization is not only necessary to curtail expenditures for new equipment by one branch of an organization when surplus equipment is available by transfer from some other branch, but it is an important link in the chain of supply. The

present arrangement, by which each agency is completely responsible for its own property, does not preclude one agency from being in the market to buy equipment while another agency is attempting to dispose of comparable equipment or has surpluses lying idle.

One of the more important features of the proposed organization plan is the consolidation of all of the automotive equipment maintenance activities. At present, this work is handled on a completely decentralized basis. The equipment needs of many of the agencies are too small to warrant the operation of an agency repair shop. Consequently, these agencies must have the work performed on a contractual basis. Those agencies that do operate shop facilities usually have insufficient work to keep highly paid mechanics working at their maximum skills on a full-time basis. The only effective way to put the care of automotive equipment on an economical basis is to provide for centralized maintenance.

The Equipment Service Division of the Public Works Department presently provides centralized maintenance for all vehicles used by that department. A practical method of obtaining the centralization of this activity on a city-wide basis would be to expand the facilities and scope of work of the Equipment Service Division to include the maintenance of all city-owned automotive equipment. (Actually, the equipment service activity of the Public Works Department is handled by a subunit of the Highway Division. For the sake of clarity in this report, this subunit is referred to as the Equipment Service Division.)

The determination of the most appropriate service agency to be responsible for city-wide automotive equipment maintenance is dependent upon the organization structure of the executive branch and the assignment of other functions. Its inclusion in the Department of Supply is recommended for two principal reasons:

1. The Supply Department uses a very small number of motor vehicles in its own operations; consequently, it would have little cause to take care of its own needs first.

2. After a centralized equipment maintenance activity has had an opportunity to function smoothly, the next improvement would be to place all automotive equipment on a rental basis operated from an equipment pool. This would involve such Supply Department activities as procurement, storage, use, and disposition of equipment.

The maintenance of Fire Department automotive equipment has been excluded from consideration in the proposed centralized equipment maintenance activity for two important reasons:

1. Because of the large amount of auxiliary equipment involved, the techniques used in maintaining this equipment are substantially different from those used on other vehicles. Thus, this repair work requires certain degrees of specialization.

2. It is very often desirable to have mechanics under the jurisdiction of the Fire Department, so that they can be called out at any time to maintain equipment while it is engaged in fighting fires.

Organization of the Department of Supply. The Commission recommends that the Supply Department be organized into three divisions as follows: purchasing, printing, and equipment. The Division of Purchasing would be responsible for the procurement, storage, and issuance of all supplies, materials, and services, along with the control and disposition of all surplus property. The Division of Printing would be responsible for the printing work now done by the Printing Department. The Division of Equipment would be responsible for the maintenance of automotive equipment.

The department would be headed by a director appointed by the Mayor, and each division would be under the jurisdiction of a commissioner.

Proposed Department of Engineering

Functions and Organization of the Proposed Department of Engineering. It has been previously indicated that many operating agencies engage in such staff activities as drafting, designing, blueprinting, survey work, contract specification writing, building maintenance, building construction, and building operation. In order to provide successfully for the administration of these activities, the Commission proposes that a Department of Engineering be created.

The proposed Department of Engineering would exercise the following listed functions:

1. All functions now assigned to the Engineering Division of the Street Laying-Out Department, with the exception of those assigned to the conveyancing unit of that division.

2. The responsibility for designing the water distribution system, which is presently the responsibility of the office of the division engineer in the Water Division of the Public Works Department.

3. The responsibility for the designing of sanitary and storm sewer systems and the sewage disposal facilities, which is presently performed by the construction and engineering, the Boston main drainage, and the survey and plans sections of the Sewer Division of the Public Works Department.

4. The following listed functions now assigned to the Highway Division of the Public Works Department:

- a. The functions of the proposed Bureau of Design and Construction as recommended in another report of this series on the Highway Division of the Public Works Department.

- b. The functions of the proposed Bureau of Street Lighting as recommended in another report of this series on the Highway Division of the Public Works Department.

5. The bridge design functions now being performed by the construction and design section, as well as the special engineering staff of the Bridge and Ferry Division of the Public Works Department.

6. The following listed functions now assigned to the Engineering Division of the Park Department:

a. The preparation of drawings and specifications for new construction work, improvements, and large maintenance projects.

b. The conducting of special engineering surveys and studies.

c. The maintenance of engineering records.

7. All functions presently exercised by the staff of the Traffic Commission, with the exception of the maintenance of parking meters and the collection of moneys.

8. A new function of furnishing architectural services for all departments and agencies.

9. All functions now exercised by the Public Buildings Department and the Suffolk County Courthouse Commission.

10. A new function of providing building maintenance services for all buildings owned by the city, except those under the jurisdiction of the School Committee.

Proposed Organization of the Department of Engineering. The proposed Department of Engineering would be organized into four divisions as follows: civil engineering, office engineering, buildings, and traffic engineering.

The Division of Civil Engineering would be responsible for providing all of the professional engineering work required by the city.

The Division of Office Engineering would render services to the other divisions and departments, among which would be included blueprinting, clerical services, drafting, and the preparation and maintenance of all official maps, plats, plans, and other engineering records. As an incidental function, it would answer all inquiries of the public where the answers must stem from the engineering records. It would also be responsible for the procurement and sale of all real estate required or owned by the city.

The Division of Buildings would be responsible for the design, construction, and maintenance of all city and county buildings, except those under the jurisdiction of the School Committee, and for the operation of those buildings presently operated by the Public Buildings Department and the Suffolk County Courthouse Commission.

The Division of Traffic Engineering would engage in the staff activities now performed by the Traffic Commission.

Boards and Commissions of the Proposed Department of Engineering. There would be two plural bodies attached to the proposed Department of Engineering. These are the Board of Special Assessments and the Traffic Commission.

The Board of Special Assessments would be responsible for determining which properties should be condemned in order to make room for new municipal developments. It would also be responsible for making any and all special assessments required because of the public improvements made to property.

The Traffic Commission is primarily a deliberative body which shapes policy with respect to traffic problems. Such an organization has a valid place in the city government. The creation of a Division of Traffic Engineering within the proposed Department of Engineering would relieve the Traffic Commission of its administrative or operative responsibilities. However, it still would be necessary to retain the commission as an advisory and rule-making body.

Reasons for the Creation of a Department of Engineering. The proposed consolidation of engineering services would afford the city numerous advantages. Among them are the following:

1. The position of Commissioner of the Division of Civil Engineering would command a salary which should attract an individual of broad experience and vision, having the ability to plan and supervise professional engineering work. Therefore, a higher degree of skill would be available for supervision than is possible when there are numerous small engineering units.

2. The centralized Engineering Department would make possible a higher degree of specialization.

3. The larger organization would be more flexible and make possible constant attention to immediate needs and the shifting of staff requirements.

4. Placing all engineering under the jurisdiction of one director would simplify, if not eliminate, the problem of obtaining cooperation among the various engineering agencies.

5. The consolidation of such services as simple drafting, testing laboratory facilities, instrument repair work, and record keeping would make possible numerous economies in staff and equipment.

6. The consolidated Engineering Department would make possible the continuous employment of highly skilled engineering personnel.

The proposed Department of Engineering would be assigned several activities that would not be exclusively of an engineering nature. However, there are other factors which would seem to indicate that the best interests of the city would be served by making them the responsibility of this department. These activities to be included are: building maintenance and operation; the drafting and maintaining of a vehicular traffic code; installation and maintenance of mechanical and visual traffic control devices; and procurement and sale of real estate.

As pointed out in another report completed for the Commission, the proper maintenance of buildings requires expert knowledge of materials and expert knowledge of how to use them. This same knowledge is required in the design of new buildings and the alteration of existing buildings. By closely associating the architectural and engineering activities connected with the design and construction of new buildings with the maintenance and operation of existing ones, it would be relatively simple to transfer the knowl-

edge gained through maintenance from those who do the maintenance work to those who design the future buildings, thereby improving the future design of buildings from a maintenance standpoint.

Moreover, the maintenance and operation of buildings is a staff activity, since its primary purpose is to serve those agencies which render direct service to the public. This makes it of prime importance for such an activity to be the responsibility of a department engaged in rendering staff services. The activity is not large enough to justify department status itself; consequently, it should be handled by one of the proposed departments. It would seem only logical that this agency be a part of the proposed Department of Engineering, since this department would also provide architectural services.

The drafting and maintaining of a vehicular traffic code and the installation and maintenance of traffic control devices are admittedly operating activities. However, their inclusion with other staff activities is based upon a very practical consideration. Most of this work is done on the basis of trial and error. The installation of a traffic control device or the changing of the vehicular code for a temporary period to determine the actual effect of the change is one of the primary tools of the traffic engineers. To place the traffic engineering activities in one department and the maintenance, operation, and installation of control devices in another could conceivably be the cause of overlapping authority, confusion, duplication of effort, and poor service.

It is contemplated that the Division of Office Engineering would be provided with personnel competent to participate in real estate transactions. Persons who have had considerable experience in the real estate business should be given preference in the selection of the staff. This would make it possible to centralize in one agency the responsibility for the procurement and sale of all city property.

Department of Planning

At the present time, the planning function in Boston is performed by a Planning Board and a small staff. The staff is headed by a chief engineer who also serves as executive director of the Planning Board.

The Commission believes that the planning staff should become an integral part of the regular city government organization structure and should be coordinated administratively with other city departments. The Commission, therefore, recommends that the present planning staff be set up as a Department of Planning in the interim plan of organization.

This new department would be headed by an official who would be appointed by the Mayor. To assure close cooperation between the Planning Department and the Planning Board, it is recommended that the head of the Planning Department serve as ex-officio executive secretary of the Planning Board.

The Planning Board would continue to function in an advisory capacity. It would be primarily a deliberative body, which would formulate the broad policies in connection with city planning. The board would also help coordinate the city's planning work with that of state, federal, and civic agencies.

Under the ultimate plan of organization, the proposed Department of Planning would be incorporated as a division in the proposed Department of Engineering. The Planning Board would continue to serve in an advisory and liaison capacity.

Department of Law

The Department of Law is responsible for such matters as furnishing legal opinions to city officials; rendering legal advice to officers and employees; representing the city before the General Court of the Commonwealth; drafting and approving contracts; instituting suits and proceedings on behalf of the city; acting as counsel in all suits and actions which involve the interest of the city; and defending the officers of the city in suits against them for their official actions.

The Department of Law is primarily a staff agency, rendering service to other departments and agencies. As its activities and the type of personnel involved are of a specialized nature, there would be no advantages in changing the existing status of the department.

However, the Commission recommends that the Department of Law assume the responsibility for performing the conveyancing work now done by the Street Laying-Out Department. Since the Law Department presently performs conveyancing work for all other city agencies, there is little justification for such work being done on an independent basis by the Street Laying-Out Department.

The Department of Law should be headed by a director who is appointed by the Mayor. The exact title given to the head of the department is unimportant, and there is no particular objection to continuing the present designation of "corporation counsel."

At the present time, the internal organization of the department is very informal. Little attention is paid to lines of responsibility and authority. The Commission recommends that the department be organized into a central office and four divisions as follows: investigating, collecting, conveyancing, and tax title.

Department of Public Works

It is recommended by the Commission that the Department of Public Works be relieved of its responsibility for maintaining automotive equipment and providing general civil engineering services. However, certain public works functions, now being performed by the Park Department, should be transferred to the Public Works Department. These would include the maintenance of streets, roads, and sidewalks, and the removal of snow from such public ways. The present arrangement of dividing responsibility for the maintenance of streets and roads results from the fact that certain

streets in Boston are designated as a part of the park system and thus are maintained by the Park Department.

The engineering activities of all the divisions of the Public Works Department should be transferred to the proposed Department of Engineering. However, this would not involve stripping the Department of Public Works of all engineering personnel assigned operating duties, as some technical assistance is needed in carrying out the operations of the various divisions.

The Equipment Service Division, now in the Department of Public Works, would become the nucleus of the proposed Division of Equipment of the Department of Supply.

The Public Works Department would be headed by a director appointed by the Mayor. There would be a central office and five divisions as follows: highways, water, sewers, sanitation, and bridges, ferries, and tunnels. Each division would be under the jurisdiction of a commissioner who would be subject to civil service tenure. The only change in the internal organization of the department would be the discontinuance of the Division of Equipment Service.

Proposed Department of Public Safety

General Statement. The Commission contemplates that the proposed Department of Public Safety, in the interim plan of organization, would serve as a coordinating agency for the Fire Department, Building Department, and Licensing Board, and also be assigned certain other licensing and permit activities.

Licensing and Permit Activities. Reference is made in numerous reports submitted to the Commission by various consulting firms regarding the large number of agencies in the city government which are engaged in issuing licenses and permits. Comments are also made regarding the duplication of effort, the lack of coordination among the agencies, and the inconvenience caused to the public by the present arrangement. Numerous recommendations are made which, if adopted, would improve the handling of this activity within the particular agencies involved. However, before any substantial improvements can be effected, it will be necessary to coordinate all of the licensing activities on a city-wide basis.

The following listing indicates, as briefly as possible, the major types of licenses and permits issued by the several agencies involved:

Licensing Board — Victualer, fruit and soft drink retailer, lodging house, innholder, firearm sale, intelligence office, billiard and pool hall, and on-the-premises liquor consumption.

Mayor's Office — Sunday entertainment, theater, hall, dancing school, professional baseball, newspaper vendor, automatic amusement device, dance, whist party, athletic event, carnival, and nearly all types of entertainment for which admission is charged.

City Council — Sunday professional baseball and minors.

Street Laying-Out Department — Storage and sale of merchandise on public streets; sale and dispensing of gasoline

from sidewalks; erection or maintenance of garages, lubricatoriums, and repair shops; placing of permanent obstructions on public ways, such as poles, signs, posts, and marquees; and open-air parking areas.

Highway Division of the Public Works Department — Special use of public ways, such as the opening, occupying, and obstructing of public ways; raising or lowering of articles into or out of buildings; moving buildings on public ways; the laying, maintaining, and using of wires, tracks, pipes, and rails under or on the surface of streets; and the placing of street poles.

Fire Department — Storage, sale, and use of inflammable fluids, and electrical installation.

Building Department — Building, plumbing, gas fitting, and heating and ventilating; also egress certificates to nearly all establishments in the city which are required to hold a license to do business.

It might seem from the preceding list that, while there are a large number of agencies engaged in issuing licenses or permits, each agency covers its own field of responsibility and has little relationship to the others. This, however, is not the case. A close examination reveals that two agencies are concerned with baseball; three with garages; two with the storage of inflammables; and two with live entertainment. There are many other examples of duplicated responsibility or overlapping authority.

Moreover, the series of interagency approvals, necessary before licenses and permits can be issued, and the flow of paper between agencies, is extremely complex. The complicated system of approvals and checks has caused citizens considerable trouble in securing licenses and permits. Many persons have applied at a particular agency for a license or a permit to engage in a certain activity, only to be told that they have contacted the wrong office. Yet, upon further inquiry, the original agency could not direct the applicants to the proper office.

This complex and unsatisfactory licensing and permit situation can be corrected only by consolidating the responsibility for the issuance of licenses and permits into as few agencies as possible. Because of the specialized technical aspects of some of the activities, complete consolidation is not possible or feasible. However, there are certain logical groupings which can be made.

Normally, a permit is considered a grant of authority to engage in an activity which involves only a single project. A license is considered a grant of authority to engage in an activity over a continuing period of time. For example, a permit is issued to dig one hole in one specific street at one specific location. On the other hand, a license is issued permitting the sale of newspapers for a given period of time.

Permits issued for activities which will render a physical change to public ways, such as curb cuts and street openings, should be

the responsibility of the agency which has the function of constructing and maintaining these public ways. In Boston, this is the Highway Division of the Public Works Department.

Permits issued for activities which will affect the structural aspects of a building or a structure, including electrical installation, should be the responsibility of the agency equipped with the technical know-how of supervising building construction and alteration — the Building Department.

The Fire Department should continue to be responsible for the issuance of permits authorizing the storage of inflammable materials. The other permits and licenses, which are issued by the several agencies previously mentioned, are of such a nature that they could be handled best by a central licensing agency. This agency could issue licenses for the purpose of controlling a recurring activity and also grant special permits which involve a temporary permission to use public ways for special purposes without involving wear and tear or damage.

The Commission, therefore, proposes that a Licensing Division be created to handle all such licenses and permits. The benefits to be obtained from such consolidation are innumerable, but among the more important ones would be included the following:

1. More consistent and effective enforcement policies.
2. Reduction of inconvenience to the public.
3. Reduction of paper work.
4. Reduction in staff requirements.
5. Coordination of inspection activities.

Functions and Organization of the Proposed Department of Public Safety. The proposed Department of Public Safety, under the interim plan of organization, would consist of three divisions as follows: the proposed Division of Licensing, a Division of Inspection, and a Division of Fire. The functions of the proposed Licensing Division have been discussed in the preceding section of this report. The Division of Inspection would be responsible for those activities now carried on by the Building Department and, in addition, would be responsible for electrical inspection. The Fire Department would become the Division of Fire.

The proposed Department of Public Safety would be headed by a director appointed by the Mayor. The Divisions of Licensing and Inspection each should be under the jurisdiction of a commissioner appointed by the proposed Director of Public Safety. The Division of Fire would be under the jurisdiction of the fire chief, and the proposed position of Director of Public Safety would be substituted for the present position of Fire Commissioner.

Boards and Commissions of the Proposed Department of Public Safety. Under the interim plan of organization, the several boards now connected with the Building Department would continue to have much the same relationship with the proposed Division of Inspection as at present. The Commission recommends that the Board of Examiners of Construction Superintendents and the

Board of Examiners of Gas Fitters be made advisory to the proposed Director of Public Safety and that any appointment to these boards be made by the director, rather than by the Mayor. The administrative activities of these boards would continue to be handled by the Building Department (proposed Division of Inspection). No change is contemplated in the appointing authority of the Board of Appeal. It should continue to be under the immediate jurisdiction of the Mayor and should serve as an appellate body on decisions made by the Building Commissioner (proposed Commissioner of Inspection). However, the board's administrative activities should be handled by the proposed Division of Inspection (Building Department) rather than by a separate staff as at present.

The creation of a Division of Licensing contemplates the abolition of the Licensing Board as it is now constituted. The Licensing Board's duties and responsibilities would be assumed by the Licensing Division. In order to provide aggrieved persons with proper recourse, the Commission recommends that a Licensing Appeal Board be created, consisting of three members appointed by the Mayor for overlapping terms of two years each. The board would meet only to hear grievances and would be compensated on a per diem basis. This board would have the authority to overrule any decisions by the Licensing Commissioner regarding the issuance or nonissuance of a license, when such a decision is formally appealed. The board would have no jurisdiction over the administration of the activities of the division.

Advantages in the Creation of a Department of Public Safety. There are numerous advantages to be gained through the grouping of the licensing, building inspection, and fire prevention activities in the same department. While it is desirable to have like activities under the same jurisdiction, even more important is the need for coordination among the divisions. In this case, coordination is particularly necessary because of the virtual impossibility of setting out specific lines of authority and divisions of responsibility among the several agencies engaged in inspection and licensing work. Some of the more important reasons for the consolidation are as follows:

1. The extremely close relationship and need for cooperation between the fire safety activities of the Division of Inspection (Building Department) and the fire prevention unit of the Division of Fire (Fire Department).

2. The need for cooperation between the licensing agency and the building inspection agency, because of the statutory requirement that all licensed establishments must receive an egress certificate from the Division of Inspection (Building Department) before a license to conduct a business may be issued.

3. The need for providing close coordination among the agencies that are engaged in issuing licenses and permits, so that there is no overlapping of authority and responsibility.

Proposed Department of Hospitals

It is recommended in another report on the City Hospital Department that the present Hospital and Institutions Departments be consolidated into a Department of Hospitals. The functions of the proposed department would include all those now exercised by the Institutions Department and the City Hospital Department, with the exception of the work now carried on by the Child Welfare Division of the Institutions Department. This latter function should be transferred to the Department of Public Welfare.

Under the interim plan of organization, the proposed Department of Hospitals would be headed by a board of trustees appointed by the Mayor. The appointments would be made from a list recommended by the trustees of local universities maintaining medical schools, the Hospital Council of Boston, and the Greater Boston Community Services, formerly the Boston Community Council. The term of each trustee would be the same number of years as there are members of the board, with one term expiring each year. The board would select an executive secretary to be the administrative head of the department. The executive secretary should have complete responsibility for the administration of the department, the trustees being limited to advisory and rule-making powers.

The proposed Department of Hospitals would consist of a headquarters office and three divisions as follows: division of Long Island Hospital, division of City Hospital, and division of Mattapan Sanatorium. Each of the divisions would be headed by a superintendent.

Ambulance service is at present provided by the City Hospital, by the Police Department, and by the Public Buildings Department, as well as by private sources. It is recommended that the city's ambulance service be centralized under the control of the Department of Hospitals.

There are numerous reasons for merging the City Hospital and Institutions Departments. One of the more important is that both are concerned with the management and operation of medical institutions. There is need for a common medical policy and a free interchange of patients. The business of each of the institutions is essentially of the same nature, requiring the same types of personnel and demanding similar standards of efficiency, performance, and methods. Moreover, experience in other cities has indicated the desirability of coordinated control over all medical institutions.

Department of Health

In the interim plan, the Commission contemplates no change in regard to the place of the Health Department in the executive branch of the city government. The department would have the same functions and responsibilities as it now possesses.

The department should be headed by a director appointed by the Mayor. Instead of consisting of twelve independent divisions as at present, the Commission recommends that the department

consist of four divisions as follows: general services, medical services, environmental sanitation, and local health services.

The Division of General Services would be responsible for such matters as general administration, statistics and records, laboratories, health education, and accident prevention; the Division of Medical Services, for disease control, maternal and child health, public health dentistry, and nutrition; the Division of Environmental Sanitation, for milk, water, meat, and other foods inspection, and food handling; and the Division of Local Health Services, for providing consulting, advisory, and supervisory services for all of the local health units.

Department of Public Welfare

The Department of Public Welfare is, in general, responsible for the administration of the general relief program, the aid to dependent children program, and the old age assistance program. It also operates a Temporary Home for Women and Children and a Wayfarers' Lodge. It is appropriate that all of these functions be included in a Department of Welfare. In addition, however, the department's responsibilities should include the work of the Child Welfare Division of the Institutions Department, the work of the Department of Veterans' Services, and the activities of the proposed Division of Penal Institutions.

The Division of Child Welfare is responsible for providing foster-home care for approximately 1,300 children who have been deprived of the advantages of living in their own homes. About half of them were removed from their homes by the courts because of neglect, while the others are dependent children or children in danger of being neglected. Essentially, the division is a case-work agency; consequently, it requires the same type of personnel, utilizes the same techniques, and should be subject to the same policy decisions as the other public assistance agencies. This activity, therefore, should be made a responsibility of the Department of Public Welfare. Moreover, if the Institutions Department and the City Hospital Department are merged to form a Department of Hospitals, as previously recommended, there would be little basis for the existence of a Child Welfare Division in such a department.

The Department of Veterans' Services was established by ordinance to perform the functions formerly handled by the Soldiers' Relief Department. It renders essentially the same type of service to veterans that the Department of Welfare renders to nonveterans. This includes making cash assistance payments, preparing family budgets, providing a counseling service, securing medical treatment, and securing employment.

One operating organization could provide the same type of service to both veterans and nonveterans more economically and more effectively than two separate organizations could. However, the statutes, which provide for assistance to veterans in all cities and towns in the Commonwealth, are explicit in their provision for a separate organization to provide welfare services for veterans, and

it is doubtful if any reorganization of the executive branch of the Boston city government, no matter how valid it might be, could secure sufficient support to have this provision changed.

However, there would appear to be nothing in the present law to preclude the organization charged with rendering assistance to veterans from being a division of the Department of Welfare, provided the assistance to the general public is rendered by a completely separate division. The Commission, therefore, recommends that the Department of Veterans' Services be made the Division of Veterans' Services of the Department of Public Welfare.

The Department of Penal Institutions is responsible for the operation of the House of Correction and the parole activities of both the House of Correction and the Suffolk County Jail. The jail is operated independently under the jurisdiction of the Sheriff of Suffolk County. It is contemplated that the parole work be handled by the courts and that the responsibility for the administration of the two correctional institutions be centralized in a proposed Division of Penal Institutions of the Department of Welfare. This arrangement is discussed in greater detail in this report in the section on Suffolk County.

The Department of Public Welfare is presently under the jurisdiction of a Board of Overseers appointed by the Mayor. This board annually elects a secretary who would normally be the chief executive of the department. However, the present board and its chairman spend far too much time in performing administrative details relative to the operation of the department and spend too little time in developing and enumerating over-all policies and procedures. The effect of this is that members of the staff inevitably become confused regarding lines of responsibility and authority, and the practices of individuals and administrative units tend to diverge. Other defects in the board type of managing authority have been cited previously in this report.

The most satisfactory way to correct this situation in the Department of Welfare, under the interim plan of organization, is to limit the board's functions to those of policy making and hearing of appeals. The administrative and operating activities of the department should be under the jurisdiction of a full-time administrator appointed by the board.

It is contemplated that the internal organization of the department consist of a headquarters office and five divisions as follows: social services, child welfare, veterans' services, penal institutions, and records and statistics. The Social Services Division would be responsible for the work now being performed by the operating divisions of the central office; the Child Welfare Division, for the work now being performed by the Child Welfare Division of the Institutions Department; the Veterans' Services Division, for the work presently being handled by the Department of Veterans' Services; and the Records and Statistics Division, for the collecting of data and for the making of critical studies of current operations.

Department of Recreation and Parks

At present, there is no organization in the city government designated as the Department of Recreation and Parks. Actually, however, such an agency is not a proposed new department, but merely involves a change in the title of the existing Department of Parks. While there is nothing wrong with the present title, the recommended designation would recognize the growing trend, both within the department and in other cities, of placing emphasis on formal recreation facilities and programs, rather than simply on providing beautifully landscaped areas.

The only change in the department's functions would involve the transfer of all its engineering activities to the proposed Department of Engineering and the transfer of its responsibility for the maintenance of streets and roads to the Department of Public Works.

The department is now headed by a three-member Board of Park Commissioners appointed by the Mayor. The chairman is the administrative head of the department. For reasons already set forth, the Commission recommends that the board be abolished and that the department be under the jurisdiction of a director appointed by the Mayor.

The Park Department is now divided into what amounts to thirteen separate units. It is recommended by the Commission that this number be reduced to four, to include a central administrative office and three divisions as follows: Recreation Division, Maintenance Division, and Cemetery Division.

The Board of Recreation should be continued as an agency to study and advise in the recreation field.

The recommendation made previously in this report to the effect that all engineering work required by the city be performed by the proposed Department of Engineering contemplates the discontinuance of the present Engineering Division of the Department of Parks.

Suffolk County

Present Relationship of Suffolk County with the City of Boston. Suffolk County is one of the fourteen counties of the Commonwealth. It includes the cities of Boston, Chelsea, and Revere and the town of Winthrop. These communities represent an area of approximately 52.5 square miles. In 1940 the population of Suffolk County was 863,248.

The county government consists of agencies responsible to the state, the county electorate, and the Mayor of Boston. The Mayor and the City Council of Boston, ex officio, make up the Board of County Commissioners. The City of Boston pays nearly all the expenses incurred by the county agencies and receives nearly all of the moneys earned by the agencies.

The agencies in Suffolk County responsible to the Governor are as follows: Supreme Judicial Court, Superior Court, Land

Court, Boston Municipal Court, the eight district courts, the two medical examiners, and the Index Commissioner.

The officers and agencies responsible to the electorate of Suffolk County are as follows: Clerk, Superior Court, Criminal and Civil Sessions; District Attorney; Register of Probate; Register of Deeds; and Sheriff (including his activities in connection with the jail).

The activities and agencies under the jurisdiction of city officials are as follows: county financial administration, including auditing, budgeting, collecting, custody of funds, and some phases of procurement; maintenance and operation of certain county buildings; and the Penal Institutions Department.

The Suffolk County Courthouse Commission is, indirectly, subject to the jurisdiction of both the Governor and the electorate of Suffolk County.

There is no centralized government for Suffolk County. It is primarily a judicial subdivision of the state whose expenses are paid by Boston. Obviously, effective and economical administration of these activities can only be secured through central control. It has been pointed out in separate reports submitted to the Commission, on judicial and penal administration in Suffolk County, that the most effective way to provide for these services is to have them administered on a state-wide basis. As these services constitute the primary functions of the county government, there is some basis for discontinuing the county as a political subdivision.

Defects in the Existing Relationship. The primary defect in the existing relationship between Suffolk County and the City of Boston is that the taxpayers of the City of Boston pay for county services which are being rendered to the citizens of Chelsea, Revere, and Winthrop. The inequities in this arrangement are obvious.

The present relationship between Boston and Suffolk County, while arising from a particular chain of events, undoubtedly has been perpetuated by the unrealistic condition which exists with respect to government in general in metropolitan Boston. Much has been written by those interested in local government regarding the number of political subdivisions in the metropolitan area, and considerable lip service has been given to the support of a metropolitan city, rendering all of the services required by the citizens of the so-called "inner area" of the metropolitan district. It is not within the scope of this study to consider the advisability of such an arrangement. However, it is pertinent to offer the opinion that such an arrangement obviously would eliminate the confused and unrealistic relationship which now exists between Boston and Suffolk County.

In recognizing the existence of the numerous political subdivisions in the metropolitan area, any plan requiring the communities of Chelsea, Revere, and Winthrop to pay for the judicial, quasi-judicial, and penal services which they receive must make provision for the representation of those communities in the administrative affairs of the county.

Full representation in the county government and payment for county services by the communities of Chelsea, Revere, and Winthrop could be achieved by completely segregating the operation of Suffolk County from the City of Boston. However, this would necessitate the creation of new staff organizations to provide for the county such basic services as financial administration, procurement, building maintenance, and building operation. Also, it would involve the creation of an additional governing body in an area which is already well supplied with political subdivisions. In short, it would be a step backwards in the program to provide for a reduction of the number of political subdivisions in metropolitan Boston.

A more practical solution would limit the jurisdiction of Suffolk County to the City of Boston and include the communities of Chelsea, Revere, and Winthrop in the adjacent counties of Middlesex or Essex. The organization of these latter counties is such that it would be possible to annex the three communities without creating any additional governing body. Chelsea, Revere, and Winthrop then would be provided with adequate representation in the county government and would be required to pay a fair share of the expenses for county services. Moreover, such an arrangement would make possible integration and coordination of the administration of city and county services rendered to the citizens of Boston.

Executive Branch of the City Government and County Functions.

In the preceding sections of this report an attempt was made to point out the basic defects which exist because of the relationship between Suffolk County and the City of Boston. Also, an attempt was made to present a possible solution. However, under the existing relationship, there are some changes in the organization and assignment of functions and activities which could be made to provide for more effective service and greater economy of operations.

The city has a Public Buildings Department which is responsible for the operation and maintenance of most of the public buildings belonging to the city or the county. However, the largest single structure which must be maintained by the taxpayers of the city, the county courthouse at Pemberton Square, is under the jurisdiction of the Suffolk County Courthouse Commission. The disadvantages of this arrangement have been cited in a separate report. The Commission, therefore, recommends that the Suffolk County Courthouse Commission be abolished and that its responsibility and authority be given to the proposed Division of Buildings in the proposed Department of Engineering.

Most of the financial administration work of the county is handled by the financial agencies of the city. However, only a small portion of the purchasing for the county is done by the city's Supply Department. The remainder is made on a piecemeal basis by the individual agencies, and little attention is given to competitive bidding and modern purchasing techniques. It is contemplated that the proposed Division of Purchasing of the Department of

Supply be given the same jurisdiction over all procurement by county agencies as is proposed for city agencies.

The county has two penal institutions — the Jail and the House of Correction. The former is under the control of the Sheriff, a county officer, and is completely outside the jurisdiction of the Mayor. The House of Correction is under the jurisdiction of a Penal Institutions Department. The status of the Penal Institutions Department is not clearly defined, as it is subject to state and county as well as municipal control. The state has rather broad power over the House of Correction, particularly with respect to its penal and industry practices. The institution is treated as a county agency for the purposes of budgeting and financial administration. The department may be considered a city agency, the commissioner being appointed by and directly responsible to the Mayor.

An additional function of the Department of Penal Institutions includes parole jurisdiction over both the Jail and the House of Correction. It is suggested in a separate report, submitted to the Commission, on the operation of the Jail and the Penal Institutions Department that the parole activities can be handled best by the courts in conjunction with their probation work.

The existence of an administrative organization to have responsibility for a single penal institution, while another similar institution operates independently, results in a considerable amount of duplication of effort and unnecessary overhead expense. Since the taxpayers of the City of Boston must provide the funds to operate these institutions, it would seem appropriate that the most effective organization for their administration be developed, disregarding their status as city or county agencies.

The Commission, therefore, recommends that the two institutions be placed under the jurisdiction of a single administrative agency. This agency should be an integral part of the executive branch of the city government. However, it is not believed that the agency would be of sufficient size and import to warrant departmental status. Consequently, it is suggested that the agency be organized as a division of one of the proposed operating departments. It could be logically included in the Department of Public Welfare for the following reasons:

1. Many of the prisoners confined to the institutions must be classified as geriatrics (old age cases) and are sent to the penal institutions because of the lack of proper welfare facilities.
2. This pattern has been successfully adopted by several other large cities which are faced with the problem of administering penal institutions.

While the Commission recommends in the proposed interim plan of organization that the executive branch of the city government make provision for penal administration, it is emphasized that this is only a temporary expedient because of the peculiar relationship which exists between the county and the city. The adoption of such a plan should not, in any way, preclude attempts to have the responsibility for penal administration assumed by the state.

Ultimate Plan of Organization

General Statement. The preceding sections of this report have dealt with an interim plan of organization of the executive branch of the city government of Boston. The adoption of such a plan would provide the Mayor and other city officials with the framework on which to base the rendering of services more economically and efficiently. However, the interim plan is not proposed as the most desirable organization structure. It is only a temporary plan designed to eliminate some of the inadequacies of the existing arrangement without involving too great a disruptive influence and yet to provide the basic pattern from which a more nearly perfect organization can be developed. The proposed ultimate plan discussed herein is offered as a still more desirable arrangement.

The basic distinction between the two plans is that the ultimate plan makes greater provision for "general management," something which is completely lacking in the executive branch at the present time. General management may be defined as the leadership whereby (1) objectives are formulated; (2) policies are determined, or at least proposed for any necessary approval; (3) means of accomplishing the objectives and carrying out the policies are devised; (4) the necessary organization and facilities are provided; and (5) the organization is guided to the effective and efficient accomplishment of the stated objectives. In a broad sense, general management is the composite of the means by which personal leadership is translated into effective accomplishment. General management works by planning, organizing, directing, and maintaining representation in external relationships.

In an organization of the size of the executive branch of the government of the City of Boston, it is impossible for the Mayor alone to provide all of the general management required. The chief executive must be provided with capable assistants, in charge of one or more functions of the executive branch, to assist in the processes of planning, organization, direction, and external relationships. This assistance cannot be provided at an operating level. Combined with this factor is the need for coordination among operating units. Provision for the necessary coordination and assistance in general management can be obtained best through the creation of a level of organization above that of the operating units. The agencies at this intermediate level are herein termed departments, as differentiated from the operating agencies, termed divisions. The heads of the departments, known as directors, would serve as the managerial assistants to the Mayor.

The present organization makes no provision for such coordination and direction, since nearly all of the operating agencies are known as departments. The proposed interim plan of organization makes some provision for general management through the consolidation of existing operating agencies into departments. In order to provide the most effective organization for general management, however, there is need for further consolidation of operating

agencies. Only in this manner can there be complete unification and integration among operating agencies, and only through the appointment of capable administrators to the proposed directors' positions can the Mayor be supplied with the assistance necessary to obtain effective general management.

In order to provide a structure that will facilitate the application of general management, the ultimate plan of organization contemplates the establishment of a position of a chief of staff, or administrative assistant to the Mayor; the inclusion of the Department of Supply as an operating division within the proposed Department of Finance; the inclusion of the Department of Planning as an operating division within the proposed Department of Engineering; the placing of the health, public welfare, and hospital agencies into a proposed Department of Public Health and Welfare; and the inclusion of the police agency in a Department of Public Safety, should the police agency eventually be placed under the direct and complete control of the city government.

Provision for a Chief of Staff. The Mayor, as the responsible chief executive, needs suitable help as a means of carrying out the responsibilities imposed upon him. This top-level general management is necessary for the effective operation of the executive branch of the city government. One of the best means of providing such help would be the creation of a position, with any suitable title, that would be, in effect, a chief of staff, or administrative assistant to the Mayor. The position would rank above the level of that of the highest ranking department head.

It would be essential that the Mayor make clear, both in his original appointment and by his subsequent actions in backing up decisions of his chief of staff, that the office is vested, by delegation of authority from the Mayor, with adequate power to direct the administration of city affairs.

This proposal would provide for planning, leadership, and, above all else, coordination and control of department operations. It would help provide much that is now missing in assuring that the city departments function effectively in rendering service to the public and in so integrating their activities as to give the greatest possible return for the moneys expended. The proposed office is not intended in any way to supersede the Mayor, but simply to serve as his strong right hand in matters of management and internal administration of the executive branch.

Proposed Division of Purchasing and Property Control. The ultimate plan of organization contemplates that the Department of Supply will become the Division of Purchasing and Property Control of the proposed Department of Finance. In addition to the transfer of purchasing, this change would also involve the transfer of such activities as equipment maintenance and printing to the Department of Finance.

The proposed organization would actually involve the consolidation of two staff departments. In addition to reducing the

number of departments, there are several reasons why it would be advantageous to place the procurement, printing, and equipment agencies under the jurisdiction of the Department of Finance.

Before any commitments can be made, it is necessary that the amounts of all intended purchases be encumbered on the appropriation accounts by the proposed Division of Accounts; and before any purchase can be made, approval must be granted by the Division of Accounts. Consequently, considerable coordination between these two agencies is necessary to effect proper procurement procedures. The importance of having such services as printing and equipment maintenance provided by a staff agency has already been cited in this report.

Proposed Division of Planning. The Commission recommends that the interim Department of Planning become a division of the Department of Engineering in the ultimate plan of organization. The Planning Board would continue to function as a deliberative body for the planning staff.

There are a number of reasons for consolidating the Planning and Engineering Departments. Among the more important reasons are the following:

1. The number of departments reporting to the Mayor, or his chief of staff, will be reduced, thus increasing the possibility of effective "general management."

2. The functions of the Planning Department are essentially of an engineering nature.

3. Planners are often inclined to neglect the cost factor when developing their plans. By placing the planning function in the Department of Engineering, the planning staff would be provided with sound advice on market values of real estate. This information could be taken into consideration when formulating plans.

Proposed Department of Public Health and Welfare. The functions assigned to the Departments of Health and Public Welfare and those recommended for assignment in the interim plan to the proposed Department of Hospitals are similar in that they all involve problems of physical and social well-being. Moreover, they are all of the types which are difficult to confine within artificial political boundaries. They are concerned with fields of activity that are circumscribed only by the limits of day-to-day social and business intercourse which defines a community. In Boston this is the metropolitan area. This situation gives rise to extensive jurisdictional problems.

The creation of a Department of Public Health and Welfare, composed of the Divisions of Welfare, Health, and Hospitals, would bring together under one general managing authority the bulk of the institution activities of the city. Regardless of the purpose for which institutions are used, their administrative problems are

similar and require the same management techniques. Moreover, the consolidation would provide for more complete coordination of the social and physical health services which the city renders.

Proposed Division of Police of the Proposed Department of Public Safety. At present, the Police Department of the City of Boston is subject to the jurisdiction of the Governor of the Commonwealth. As the department's operation is reasonably effective under this arrangement, no consideration has been given to changing the status of the Police Department in the interim organization plan. However, there are several reasons why it is believed appropriate to make provisions for the ultimate control of the Police Department by the executive branch of the city government.

The control of the Police Department by the state has several serious drawbacks. It precludes the citizens of Boston from having any direct control over their own police protection. In effect, the people of the state decide the kind of police protection the people of Boston shall have. Moreover, control by the state precludes the effectiveness of basic fiscal controls of police expenditures. As long as the state determines the services which the Police Department shall provide but is not responsible for furnishing the funds to pay for such services, there is little incentive to conduct the operations on an economical basis. In order to correct these deficiencies, consideration must be given to the ultimate control of the Boston Police Department by the executive branch of the city government.

While there is considerable merit in favor of the establishment of the police organization as a separate independent department within the executive branch, there are also factors which make it seem even more desirable to organize the police as a division in the proposed Department of Public Safety. Probably the most important factor is the need for intensive coordination and cooperation between the licensing agency and the enforcement agency. It has been previously pointed out that enforcement of licensing provisions is the responsibility of the Police Department and that the alcoholic beverage license activity is seriously handicapped by the lack of adequate enforcement. The Commission believes that the placing of the licensing and police organizations in the same department would facilitate coordination between the two organizations.

While it is true that the operations of a police department have little in common with those of the proposed Divisions of Fire and Inspection, many of the administrative problems of the three agencies are similar. Moreover, there is a recognized need for civilian control of the police activities at a level below that of the Mayor, and to provide such control through the establishment of a position of Police Commissioner as head of a separate Police Department is believed to be an unnecessary expense. Such civilian direction of police affairs could be adequately provided by a Department of Public Safety director having responsibility for other operating activities as well.

Consequently, the Commission recommends that at such time as the police organization of Boston comes entirely under the jurisdiction of the city government, it be established as a division within the proposed Department of Public Safety.

Respectfully submitted,

EDWARD F. MULLEN, *Chairman*,
ALEXANDER WHEELER,
LEO J. DUNN,
FREDERICK DEANE,
JOSEPH K. COLLINS,
THE FINANCE COMMISSION.

ROBERT E. CUNNIFF,
Secretary.

EXHIBIT A

LIST SHOWING PROPOSED DISPOSITION OR REALLOCATION OF EXISTING
UNITS OF ORGANIZATION OR OF THEIR FUNCTIONS, IN WHOLE OR
IN PART, UNDER THE INTERIM PLAN OF ORGANIZATION

<i>Organization Unit or Function</i>	<i>Disposition</i>
Appeal, Board of	To be continued in its present status.
Administrative functions	To be transferred to the proposed Division of Inspection of the proposed Department of Public Safety.
Art Commission	To be continued in its present status.
Assessing, Department of	To be continued as a separate department under a single administrative head.
Auditing Department	To become the Division of Accounts and Control of the proposed Department of Finance.
Postauditing function	To become the responsibility of the City Council.
Budget Department	To become the Division of Budget and Personnel of the proposed Department of Finance.
Building Department	To become the Division of Inspection of the proposed Department of Public Safety.
Buildings Department, Public	To become the Division of Buildings in the proposed Department of Engineering.
Procurement of furniture and office equipment	To become the responsibility of the proposed Division of Purchases of the Department of Supply.
Clerk, City	To be continued in its present status.
Issuance of licenses to minors	To be transferred to the proposed Division of Licenses of the proposed Department of Public Safety.
Collecting Department	To be abolished.
All functions	To become the responsibility of the proposed Division of the Treasury of the proposed Department of Finance.

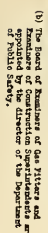
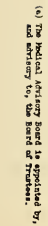
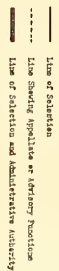
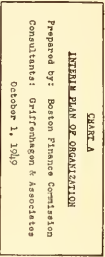
<i>Organization Unit or Function</i>	<i>Disposition</i>
Council, City	To be continued in its present status.
Display of flags on public occasions and the maintenance of flagstaffs .	To the city agency which has jurisdiction over the area in which the flagstaffs are located.
Roping of streets on public occasions	To the Division of Highways of the Department of Public Works.
Election Commissioners, Board of	To be continued in its present status.
Election Department . .	To be continued in its present status.
Employment Bureau, Municipal	To be abolished.
Examiners of Construction Superintendents, Board of	To retain present functions and to be placed under jurisdiction of the proposed Department of Public Safety.
Finance Commission . .	To be continued in its present status.
Fire Department	To be continued as the Division of Fire of the proposed Department of Public Safety.
Electrical inspection . .	To be transferred to the proposed Division of Inspection in the proposed Department of Public Safety.
Issuance of electrical permits	To be transferred to the proposed Division of Inspection of the proposed Department of Public Safety.
Gas Fitting Examiners, Board of	To retain present functions and to be placed under jurisdiction of the proposed Department of Public Safety.
Health Department . . .	To be continued in its present status.
Hospital Department, City .	To become the Division of City Hospital of the proposed Department of Hospitals.
Building maintenance .	To be transferred to the proposed Division of Buildings of the proposed Department of Engineering.
Housing Authority	To be continued in its present status.

<i>Organization Unit or Function</i>	<i>Disposition</i>
Institutions Department .	To be abolished.
Division of Child Welfare .	To be transferred to the Department of Public Welfare.
Long Island Hospital .	To become the Division of Long Island Hospital of the proposed Department of Hospitals.
Building maintenance .	To be transferred to the proposed Division of Buildings of the proposed Department of Engineering.
Law Department . . .	To be continued in its present status.
Library, Board of Trustees .	To be continued in its present status.
Library Department . .	To be continued in its present status.
Building maintenance .	To be transferred to the proposed Division of Buildings of the proposed Department of Engineering.
Printing	To be transferred to the proposed Division of Printing of the Department of Supply.
Licensing Board . . .	To be abolished.
Administrative functions .	To be transferred to the proposed Division of Licenses of the proposed Department of Public Safety.
Appellate functions . .	To be transferred to the proposed Licensing Appeal Board.
Mayor's Office	To be continued in its present status.
Approval of hawker and peddler licenses . .	To be abolished.
Housing service . . .	To be abolished.
Licensing activities . .	To be transferred to the proposed Division of Licenses of the proposed Department of Public Safety.
Registration and care of veterans' graves . .	To be transferred to the Division of Cemeteries of the Department of Recreation and Parks.

<i>Organization Unit or Function</i>	<i>Disposition</i>
Park Department	To be continued as a separate department under a single administrative head, but to be designated as the Department of Recreation and Parks.
Engineering functions	To be transferred to the proposed Department of Engineering.
Maintenance of automotive equipment	To be transferred to the proposed Division of Equipment of the Department of Supply.
Maintenance of bridges	To be transferred to the Division of Bridges, Ferries, and Tunnels of the Department of Public Works.
Maintenance of streets and roads	To be transferred to the Division of Highways of the Department of Public Works.
Penal Institutions Department	To become the Division of Penal Institutions of the Department of Public Welfare.
Parole of inmates from the House of Correction and the County Jail	To be placed under the jurisdiction of the Chief Justice of the Supreme Judicial Court.
Planning Board	To be continued, but to function only as a deliberative and advisory body.
Administrative and staff functions	To be performed by the proposed Department of Planning.
Police Department	To be continued in its present status.
Automotive equipment maintenance	To be transferred to the proposed Division of Equipment of the Department of Supply.
Building maintenance	To be transferred to the proposed Division of Buildings of the proposed Department of Engineering.
Printing Department	To become the Division of Printing of the Department of Supply.
Procurement and supply functions	To be transferred to the proposed Division of Purchases of the Department of Supply.

<i>Organization Unit or Function</i>	<i>Disposition</i>
Public Welfare, Department of	To be continued in its present status.
Building maintenance	To be transferred to the proposed Division of Buildings of the proposed Department of Engineering.
Public Works, Department of	To be continued in its present status.
Building maintenance	To be transferred to the proposed Division of Buildings of the proposed Department of Engineering.
Engineering functions	To be transferred to the proposed Department of Engineering.
Equipment service	To become the nucleus of the proposed Division of Equipment in the Department of Supply.
Real Estate Commission	To be abolished.
Acquisition of parking facilities	To be transferred to the proposed Division of Office Engineering of the proposed Department of Engineering.
Care, custody, and management of parking facilities	To be transferred to the proposed Division of Traffic of the proposed Department of Engineering.
Care and custody of foreclosed property	To be transferred to the proposed Division of Buildings of the proposed Department of Engineering.
Decision to sell foreclosed property	To be made the responsibility of the proposed Director of Finance.
Sale of foreclosed property	To be transferred to the proposed Division of Office Engineering of the proposed Department of Engineering.
Registry Department	To become the Division of Births, Marriages, and Deaths of the City Clerk's office.
Retirement Board	To be continued in its present status.
Administrative functions	To be transferred to the proposed Divisions of Budget and Personnel and Accounts and Control of the proposed Department of Finance.

<i>Organization Unit or Function</i>	<i>Disposition</i>
School Committee . . .	To be continued in its present status.
School Buildings, Board of Commissioners of . .	To be continued in its present status.
Sinking Funds Commission .	To be continued in its present status.
Statistics Department . .	To be abolished.
Newspaper clipping service	To be transferred to the Mayor's office.
Preparation of statistics and information on the city .	To be transferred to the Library Department.
Publication of the <i>City Record and Municipal Register</i>	To be transferred to the City Clerk.
Street Commissioners, Board of	To be continued, but to have its jurisdiction limited to condemnations and special assessments. Title changed to Board of Special Assessments.
Street Laying-Out Department	To be abolished.
Assessment unit . . .	To be transferred to the proposed Division of Office Engineering of the proposed Department of Engineering.
Care and maintenance of city property not used for a specific purpose . .	To be transferred to the proposed Division of Buildings in the proposed Department of Engineering.
Conveyancing . . .	To be transferred to the Law Department.
Encroachment unit	To be transferred to the Highway Division of the Department of Public Works.
Engineering functions .	To be transferred to the proposed Department of Engineering.
Garage license unit . .	To be transferred to the proposed Division of Inspection in the proposed Department of Public Safety.
Issuance of licenses for maintaining open-air parking spaces . .	To be transferred to the proposed Division of Licenses of the proposed Department of Public Safety.





*Organization Unit or Function**Disposition*

Issuance of licenses for placing or maintaining temporary or permanent obstructions or projections in, under, or over public ways such as poles, posts, signs, and marquees . . .	To be transferred to the Highway Division of the Department of Public Works.
Issuance of licenses for storage, sale, and manufacture of inflammables	To be transferred to the proposed Division of Fire of the proposed Department of Public Safety.
Sidewalk license unit . . .	To be transferred to the proposed Division of Licenses of the proposed Department of Public Safety.
Suffolk County Courthouse Commission . . .	To be abolished.
All functions . . .	To be transferred to the proposed Division of Buildings of the proposed Department of Engineering.
Supply Department . . .	To be continued in its present status with the addition of certain functions.
Traffic Commission . . .	To be continued in its present status.
Maintenance of parking meters and the collection of monies . . .	To be transferred to the proposed Division of the Treasury of the proposed Department of Finance.
Staff functions . . .	To be transferred to the proposed Division of Traffic of the proposed Department of Engineering.
Treasury Department . . .	To become the Division of the Treasury of the proposed Department of Finance.
Veterans' Services Department	To become the Division of Veterans' Services of the Department of Public Welfare.
Weights and Measures Department . . .	To be abolished and all functions transferred to the proposed Division of Inspection of the proposed Department of Public Safety.
Zoning Adjustment, Board of	To be continued in its present status.
Appellate function on height restrictions	To be transferred to the Board of Appeal.

CITY OF BOSTON  PRINTING DEPARTMENT